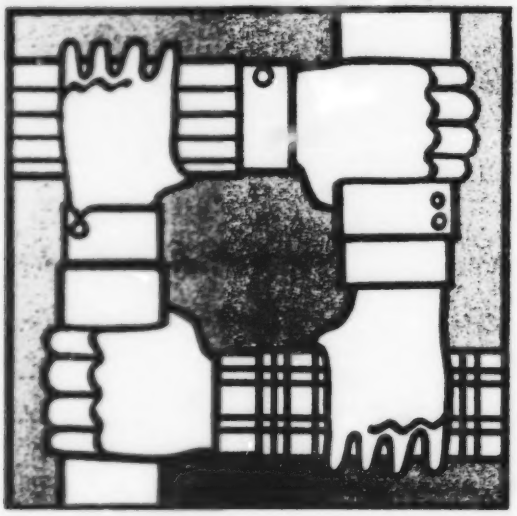

Public Sector
A Process For Change

DEVELOPMENT IN HARMONY WITH OUR ENVIRONMENT

Manitoba Round Table
on Environment & Economy

90-06260/|

THE TABLE OF CONTENTS

A Mandate for Change

A Cooperative Approach

Organizing

- The Manitoba Round Table structure
- The Manitoba Government sustainable development structure
- Integration

Approval For Action

The Framework

Phase 1: Advisory Document
- Phase 1 Process

Phase 2: Provincial Action Plan
- Phase 2 Process

Phase 3: Provincial Implementation Plan
- Phase 3 Process

Literature Cited

APPENDICES

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THE PUBLIC SECTOR IMPERATIVE

The integrated and interdependent nature of the new challenges and issues contrasts sharply with the nature of the institutions that exist today. These institutions tend to be independent, fragmented and working to relatively narrow mandates with closed decision processes. Those responsible for managing natural resources and protecting the environment are institutionally separate from those responsible for managing the economy. The real world of interlocked economic and ecological systems will not change; the policies and institutions concerned must.

Our Common Future P.310

Sustainable Development as expressed in "Our Common Future" is that of change to the vary character of society. Fundamental change in the way business is done, what is taught to our children, how we as individuals live and conduct our lives and how government and its institutions will assist, support, reinforce, guide and carry out sustainable development.

Today governments are not only legislators, but economic motivators, consumers, policing agents, stewards and partners in the environment and economy. Government traditionally attempts to resolve and address environmental, economic and social issues in isolation or relative isolation. They have failed to recognize the importance of intersectoral linkages. This has been translated into departments and agencies which tend to pursue sectoral objectives and who treat the impacts of their decisions on other sectors as side effects. They also tend to look at short term benefits of decisions and neglect long term implications and costs.

Closed departmental and agency decision making processes and often inflexible administrative systems must be corrected. What government does and how it carries out its responsibilities to Manitobans must now be articulated into a strategy for public sector change.

A MANDATE FOR CHANGE

The Manitoba Round Table and the Province of Manitoba agree there is need for implementing sustainable development in the public sector. In response, the Round Table adopted as one of its seven objectives:

"To review and advise upon implementation of sustainable development within the public sector."

For its part, the Manitoba Government established the Sustainable Development Committee of Cabinet to facilitate the implementation of sustainable development. In addition to reviewing recommendations of the Manitoba Round Table, it is mandated to:

"Reviewing the integration of sustainable development within the public sector in terms of procedures and practices."

A COOPERATIVE APPROACH

> **The process should be designed to work towards consensus and to exert direct influence on policy and decision makers at the highest levels of government...**
>
> **The National Task Force P.10**

With establishment of the Manitoba Round Table, the Province of Manitoba committed itself to a cooperative approach in addressing and resolving critical local, provincial, national and global issues related to the environment and economy. It brought together business, concerned citizens, local government, non-government organizations and provincial ministers to identify and discuss issues and develop recommendations in a spirit of cooperation and consensus building for the resolution of problems. This was a first step towards sustainable development in Manitoba and the public sector.

The participation of decision makers and concerned citizens of the Round Table will ensure that communication will be a two way street and will build the necessary integration ethic. They will be the sounding board against which the effectiveness of the changes can be evaluated.

ORGANIZING

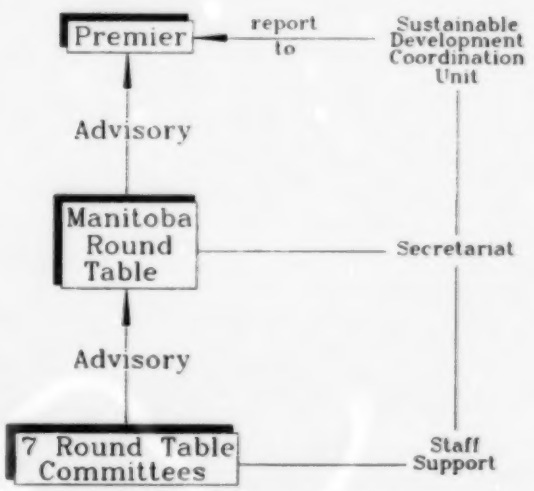
Restructuring the way we make decisions and carry out our activities is at the core of sustainable development: environment-economy integration. A step in this process of change is a strategic organizational structure to direct, evaluate, and monitor the comprehensive and methodical restructuring necessary to guide the transition to sustainable development.

The Manitoba Round Table and the Manitoba Government have each established the necessary strategic organizations and the linkages between them to fully integrate policy development and implementation.

THE MANITOBA ROUND TABLE STRUCTURE

Simple yet effective, the Manitoba Round Table has organized itself into seven subcommittees of which one is responsible for the public sector. The Round Table reports to the Premier of Manitoba and the subcommittees report to the Round Table. To support the Round Table , the Province established the Sustainable Development Coordination Unit who provide the necessary secretariat and management functions.

MANITOBA ROUND TABLE STRUCTURE



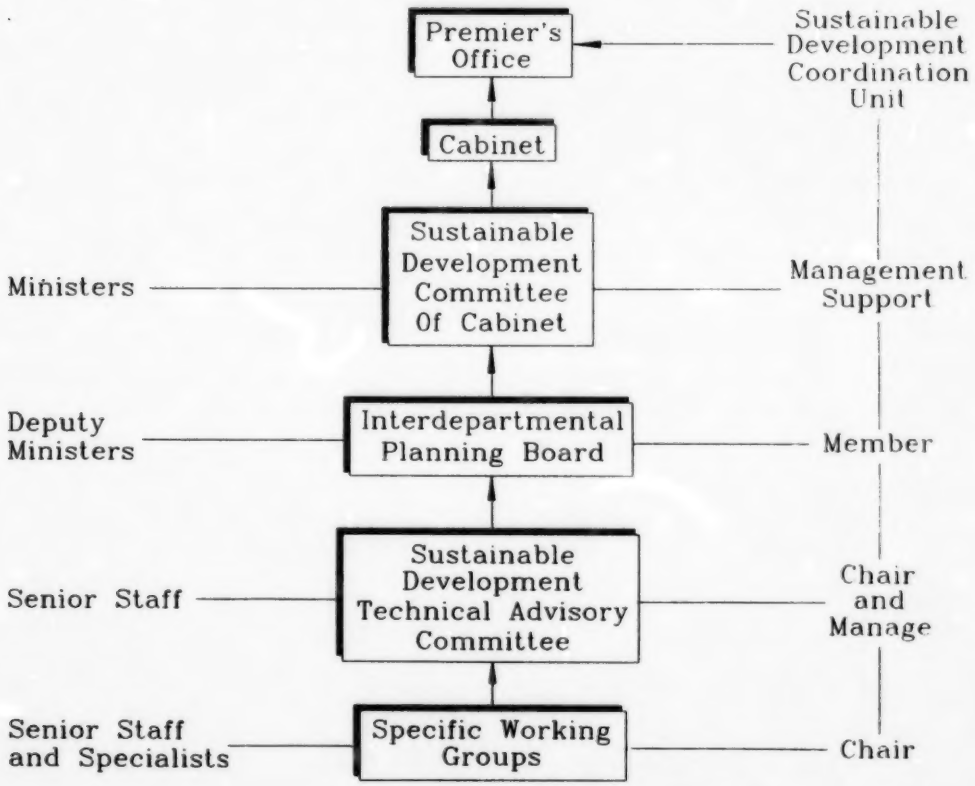
THE MANITOBA GOVERNMENT SUSTAINABLE DEVELOPMENT STRUCTURE

Building upon existing integrating mechanisms, the Province has established a structure for sustainable development which encompasses the broad spectrum of decision-making in the organization.

The structure involves the Premier's Office, the Sustainable Development Committee of Cabinet which is composed of six ministers, the Interdepartmental Planning Board, composed of Deputy Ministers from 16 departments and representatives from two Crown Corporations, the Sustainable Development Technical Advisory Committee composed on senior managers from 15 departments and Crown Corporations and specifically established working groups.

Located in the Premier's Office is the Sustainable Development Coordination Unit. Formed to coordinate the provincial sustainable development initiatives, the Unit provides management support to the Cabinet Committee, is a member of the Deputy Minister Committee and chair and manage the Sustainable Development Technical Advisory Committee and Working Groups.

MANITOBA GOVERNMENT SUSTAINABLE DEVELOPMENT STRUCTURE



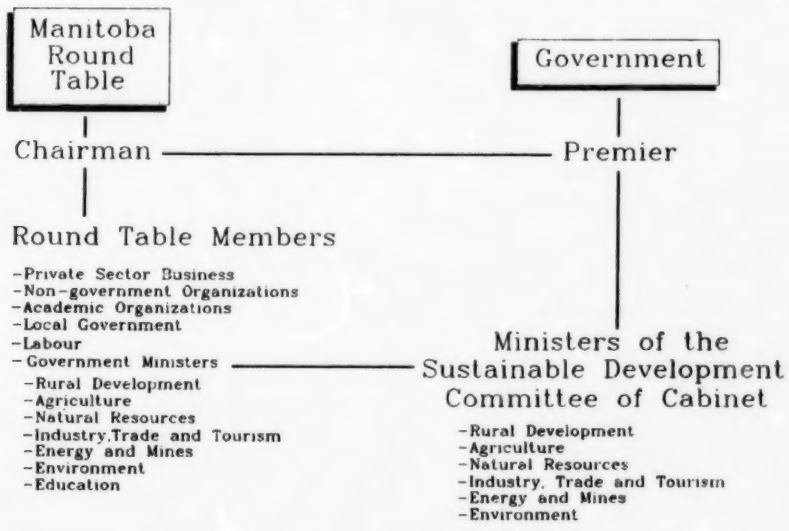
INTEGRATION

The common theme throughout this strategy for sustainable development is the need to integrate economic and ecological considerations in decision making. They are, after all, integrated in the workings of the real world. This will require a change in attitudes and objectives and in the institutional arrangements at every level.

Our Common Future P.62

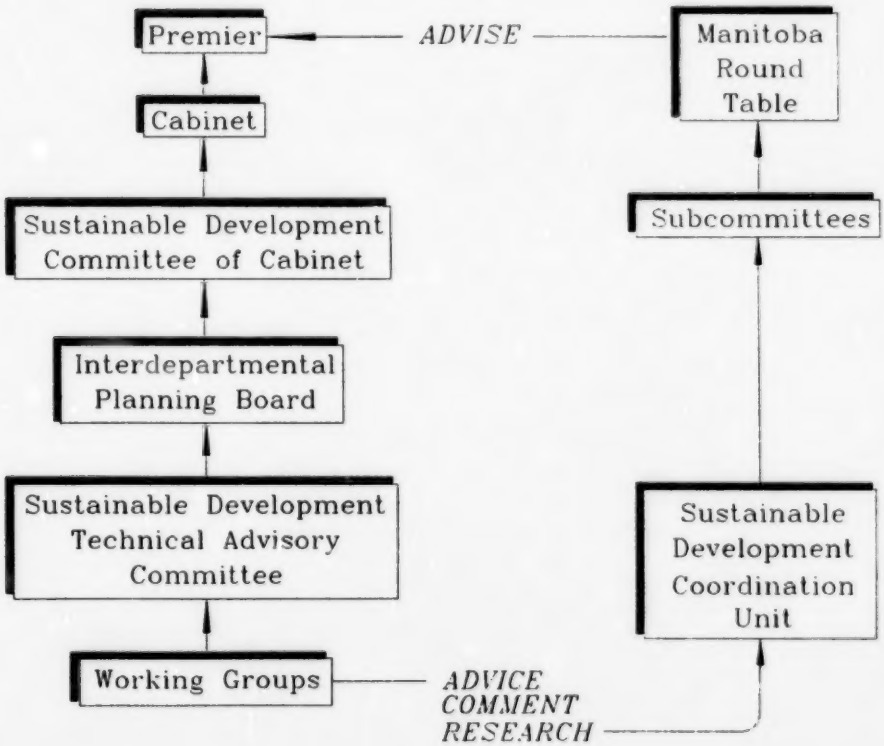
The cooperative approach to consensus decision making on which the Manitoba Government and the Manitoba Round Table have embarked required interrelationships and bridges between the two structures. These have been established. First and foremost, the Premier chairs the Round Table. Secondly, the Ministers who comprise the Sustainable Development Committee of Cabinet are members of the Manitoba Round Table.

MANITOBA ROUND TABLE/PROVINCIAL GOVERNMENT RELATIONSHIP



The Round Table and Government are also linked through the Sustainable Development Coordination Unit to Deputy Ministers and senior managers of government. The linkages go well beyond these senior management levels. Working Groups have been established to flesh out agreed to initiatives of the Round Table and Government. Coordinated by the Sustainable Development Coordination Unit, these Working Groups are staffed by appropriate experts not only from government but also from the non-government organizations represented on the Round Table. Through these working groups, the Round Table and their subcommittees have direct links into the operational sections of government; to the people who will implement the policies and strategies as part of their day-to-day responsibilities.

INTERDEPARTMENTAL WORKING GROUPS



APPROVAL FOR ACTION

With the agreement to approach sustainable development in a cooperative manner, the Manitoba Round Table established a Public Sector Subcommittee to carry out its objective.

On September 14, 1989, the Subcommittee presented a three phased framework for implementing sustainable development in the public sector. The Round Table approved and recommended its adoption by the Province.

The proposed framework was submitted to the Sustainable Development Committee of Cabinet. The report was reviewed by the Sustainable Development Technical Advisory Committee, and the Interdepartmental Planning Board. On the recommendation of the Cabinet Committee for Sustainable Development, the Provincial Cabinet approved (November 22, 1989) the framework.

THE FRAMEWORK

There are three phases to the framework. An **Advisory Document** from the Round Table to the Province which identifies the principles, issues and concerns most relevant to a successful transition to sustainable development and recommendations to address the concerns. A **Provincial Action Plan** which will outline the actions the Province is prepared to undertake in response to the Round Table's advice. A **Provincial Implementation Plan** which will be an internal government document which will detail the necessary resources to carry out the actions.

The approach:

- defines the role of the Round Table - that is, to advise the Province on "what" needs to be addressed, with the Province responsible for the "how",

- establishes a consultative process and active role for the public sector ensuring the co-operative input of government departments and providing them with a stake in the process, and

- allows for gradual implementation thereby building credibility into the processes and establishing necessary communication and education needs and links.

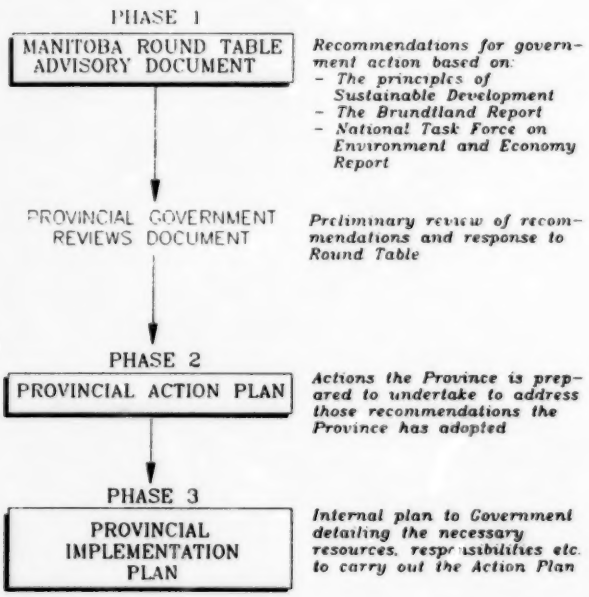
The key elements of the Advisory Document are:

1. Goals, and
2. Objectives and recommendations based on sustainable development principles, The Brundtland and National Task Force on Environment and Economy Reports.

The key elements of the Provincial Action Plan are:

1. Evaluation of the goals, objectives and recommendations of the Advisory Document, and establishment of
2. Objectives and actions to address the recommendations.

FRAMEWORK FOR IMPLEMENTATION OF SUSTAINABLE DEVELOPMENT


PHASE 1
MANITOBA ROUND TABLE ADVISORY DOCUMENT
Recommendations for government action based on:
- The principles of Sustainable Development
- The Brundtland Report
- National Task Force on Environment and Economy Report
PROVINCIAL GOVERNMENT REVIEWS DOCUMENT
Preliminary review of recommendations and response to Round Table
PHASE 2
PROVINCIAL ACTION PLAN
Actions the Province is prepared to undertake to address those recommendations the Province has adopted
PHASE 3
PROVINCIAL IMPLEMENTATION PLAN
Internal plan to Government detailing the necessary resources, responsibilities etc. to carry out the Action Plan

PHASE 1: ADVISORY DOCUMENT

The purpose of the Advisory Document is to assist the Provincial Government in implementing sustainable development in the public sector by:

1. Focusing the considerations of the Manitoba Government on those principles, issues and concerns deemed to be most relevant to ensuring a successful transition to sustainable development, and

2. Identifying the appropriate actions the Provincial Government should consider.

The goals of the Manitoba Round Table for implementation of sustainable development are:

1. **To ensure sustainable development is embodied in the management systems, structures and operations of the Public Sector including; Cabinet, Cabinet Committees, Departments, Agencies, Boards, Commissions and Crown Corporations.**

2. **To promote, enhance and support implementation of sustainable development in municipal and city governments, and to promote rural-municipal and urban agreements and programs on environmental protection and environmentally sustainable economic development.**

3. **To ensure co-operation in sustainable development between provincial governments and the government of Canada and promote interprovincial agreements and programs on environmental protection and environmentally sustainable economic development.**

4. **To pursue agreements on environmental protection and environmentally sustainable economic development between the Province and bordering U.S. state governments.**

5. **To ensure cooperation in sustainable development between government and the private sector (business and non-government organizations).**

To achieve these goals, the Advisory Document will identify the major elements of sustainable development, establish objectives, make appropriate recommendations and identify their priority for action.

PHASE 1: PROCESS

The Manitoba Round Table will lead the preparation, consultation and review process with the assistance of the Sustainable Development Coordination Unit. The Public Sector Subcommittee will be supported in its activities by a Working Group established under the Sustainable Development Technical Advisory Committee.

By its very nature, the process will be iterative with the involvement of government throughout the Round Tables's preparation of their document.

PHASE 2: PROVINCIAL ACTION PLAN

In response to the Round Table's Advisory Document, the Government will prepare a Provincial Action Plan. The general approach will be to:

1. Review and analyze the goals of the Manitoba Round Table for the public sector and adopt, amend or establish additional goals.

2. Evaluate the objectives and recommendations of the Manitoba Round Table in respect to existing processes, structures, legislation, programs and actions and identify strengths, weaknesses and gaps in the public sector.

3. Establish specific objectives for implementation based on the results of its analysis, and

4. Establish additional and new specific actions to achieve the stated objectives, which will correct weaknesses and fill in identified gaps.

These actions will, where appropriate:

- identify specific measures, initiatives, policies and required changes to achieve the objectives, and

- establish time frames for the actions.

PHASE 2: PROCESS

The Sustainable Development Committee of Cabinet will direct the preparation of the Provincial Action Plan. The Sustainable Development Coordination Unit will coordinate plan preparation and a Working Group will be utilized to prepare the plan.

The process will be iterative with the involvement of all government departments, the Interdepartmental Planning Board, and the Sustainable Development Technical Advisory Committee. The Manitoba Round Table Public Sector Subcommittee will provide advice throughout the process.

Cabinet approval of the Provincial Action Plan will be sought by the Sustainable Development Committee of Cabinet.

PHASE 3: PROVINCIAL IMPLEMENTATION PLAN

A Provincial Implementation Plan will be prepared to carry out the necessary actions of the Provincial Action Plan. The plan will focus on the necessary details of implementation and will for each specified objective and action;

- determine who would see to the accomplishment of actions defined in the Action Plan.

- define more precisely the target dates necessary for each action.

- determine, identify and assign the resources necessary to complete the action eg. staffing, financial, and material resources required.

- determine and establish criteria for effective performance.

- define requirements for routine progress reporting.

- establish a system for monitoring implementation to determine whether performance is achieving the desired objectives, and

- establish a process for adjusting actions, objectives and performance standards to reflect experience.

PHASE 3: PROCESS

The Sustainable Development Committee of Cabinet will direct the preparation of the implementation plan and will oversee implementation. The Sustainable Development Coordination Unit will coordinate plan preparation and a Working Group will be utilized to prepare the plan.

The process will involve all government departments and agencies, the Interdepartmental Planning Board and the Sustainable Development Technical Advisory Committee.

Cabinet approval of the Provincial Implementation Plan will be sought by the Sustainable Development Committee of Cabinet.

Deputy Ministers and Heads of Crown Corporations will be responsible and accountable for implementation. The Sustainable Development Committee of Cabinet will oversee, monitor and adjust actions and implementation to reflect experience.

The Manitoba Round Table Public Sector Subcommittee will monitor the transition to sustainable development in the Public Sector and periodically update the Round Table.

LITERATURE CITED

1. The World Commission on Environment and Development. [Brundtland]. 1987. Our Common Future. Oxford University Press. Toronto, Canada

2. The National Task Force on Environment and Economy. 1987. Report of the National Task Force on Environment and Economy. Canadian Council of Resource and Environment Ministers. Ontario, Canada.

APPENDIX 1

MANITOBA ROUND TABLE ON ENVIRONMENT AND ECONOMY

The Round Table is comprised of concerned citizens, and key decision makers from government, industry, and non-government organizations. It serves as a multipartite consultation forum, providing a consensus building process. The Round Table's advice and guidance is used in the development of the Manitoba Sustainable Development Strategy and related initiatives.

MISSION STATEMENT

To promote environmentally sound and sustainable economic development in Manitoba by facilitating policies, programs and action plans that integrate environmental concerns with economic decisions.

GOAL

To oversee implementation of recommendations made by the National Task Force on Environment and Economy.

OBJECTIVES

1. To oversee development and implementation of a Sustainable Development Strategy for Manitoba.
2. To assist the Province in the design of a major communications program on environment-economy integration and an action plan to substantially upgrade environmental education.
3. To guide the development and implementation of market-driven and incentive programs which promote effective environmental protection by business, agriculture and resource-users.
4. To review and advise upon implementation of sustainable development within the public sector.
5. To encourage individual businesses, farms and resource-users and their associations to adopt codes of environmental practice, and to encourage the annual review of environmental performance.
6. To identify, promote and encourage specific projects and demonstrating harmony between economic development and environmental protection.
7. To review progress and provide advice in State of the Environment Reporting by the Province.

APPENDIX 2

SUSTAINABLE DEVELOPMENT COMMITTEE OF CABINET

Comprised of six key cabinet ministers, the SDCC oversees provincial planning activities and processes required to develop and implement sustainable development, and provides overall policy guidance concerning the Government's sustainable development initiatives.

The Sustainable Development Committee of Cabinet works closely with the Provincial Land Use Committee of Cabinet (PLUC), due to the many inter-related sustainable development activities.

Responsibilities of the Committee are:

1) To provide overall policy guidance on the Government sustainable development initiatives.

2) To review recommendations of the Manitoba Round Table on Environment and Economy.

3) To review the integration of sustainable development within the public sector in terms of procedures and practices.

4) To advise the Premier and Cabinet on specific projects which promote environmentally sound sustainable economic development and practices.

5) To provide advice to the Premier and Cabinet regarding the administration of government funding for sustainable development (conservation) initiatives and the establishment of the International Centre for Sustainable Development.

6) To supervise the work of the interdepartmental Deputy Ministers Committee on Sustainable Development [Interdepartmental Planning Board].

APPENDIX 3

INTERDEPARTMENTAL PLANNING BOARD [IPB]

This committee of Deputy Ministers and Heads of public agencies, reports to the Sustainable Development Committee of Cabinet and the Provincial Land Use Committee of Cabinet. It provides an interdepartmental and inter-agency consultation and coordination forum for reviewing and making recommendations concerning sustainable development strategies, policies, processes, and programs. Among other things, this Committee ensures participation and commitment on the part of all relevant government departments and agencies in terms of preparation, implementation and monitoring of each component of the overall provincial sustainable development strategy.

TERMS-OF-REFERENCE ARE:

1) Providing an interdepartmental forum for addressing objectives involved in the government's sustainable development initiatives.

2) Providing interdepartment and inter-agency coordination in the development and implementation of sustainable development strategies, policies and programs.

3) Providing a linkage between the Manitoba Round Table and government departments.

4) Ensuring the participation and commitment of all relevant government departments and agencies in achieving the government's objectives for sustainable development in the province.

5) Providing an avenue for information exchange, where members can be kept up to date on Government's sustainable development initiatives and issues.

6) Reviewing and making recommendations concerning reports, policies, programs and other relevant documents or proposals, before they are forwarded to the Sustainable Development Committee of Cabinet.

7) Supervising the work of the Technical Advisory Committee on Sustainable Development.

8) Providing interdepartmental and inter-agency coordination in the development and implementation of land use policies and programs.

9) Providing an interdisciplinary context within which various land use proposals can be reviewed and adjusted before being recommended to the Provincial Land Use Committee of Cabinet.

10) Providing a coordinated point of contact for municipalities, utilities, private developers, etc. when they are developing plans or projects which ultimately require provincial approval or reviews.

11) Determining terms-of-reference for environmental assessment and reviewing assessments once they are completed.

12) Reviewing municipal development proposals, including those of the City of Winnipeg.

13) Providing coordination with Federal Government and other provinces, where necessary.

APPENDIX 4

SUSTAINABLE DEVELOPMENT TECHNICAL ADVISORY COMMITTEE

The SDTAC is comprised of senior managers from the Departments and Agencies of IPB. This Committee reports to IPB and serves as the lead forum in the preparation of sustainable development sectoral strategies.

TERMS-OF-REFERENCE

1) To assist through information exchange in coordination of current programs in order to promote environment and economy integration.

2) To advise on the sustainable development strategy prepared by the Sustainable Development Coordination Unit.

3) To ensure that all Departments have input into the development of the sustainable development strategy.

4) To develop guidelines for the preparation of each of the sectoral strategies.

5) To advise on the preparation, implementation and monitoring of each of the sectoral strategies.

APPENDIX 5

SUSTAINABLE DEVELOPMENT COORDINATION UNIT

On April 1, 1989, the Sustainable Development Coordination Unit was established to:

- Provide secretariat support to the Round Table on Environment and Economy, and
- Provide overall sustainable development coordination for the Government of Manitoba.

Comprised of staff from a number of departments, the Unit reports to the Premier's office.

TERMS-OF-REFERENCE

1. SUPPORT ROLE - OBJECTIVES

1a) TO PROVIDE ADMINISTRATIVE SUPPORT SERVICES TO THE MANITOBA ROUND TABLE BY:

- providing Secretariat support,
- providing and coordinating analytical support.

1b) TO PROVIDE ADMINISTRATIVE AND SUPPORT SERVICES FOR THE SUSTAINABLE DEVELOPMENT COMMITTEE OF CABINET BY:

- providing management support,
- providing and coordinating analytical support.

1c) TO PROVIDE SUPPORT TO THE PREMIER AND EXECUTIVE COUNCIL BY:

- providing support as required in the area of sustainable development,

1d) TO PROVIDE SUPPORT TO MANITOBA'S REPRESENTATIVE ON THE NATIONAL ROUND TABLE BY:

- providing support as required.

2. COORDINATION ROLE - OBJECTIVES

2A) TO PROVIDE OVERALL SUSTAINABLE DEVELOPMENT COORDINATION FOR THE MANITOBA GOVERNMENT BY:

- coordinating sustainable development initiatives of the Province,
- facilitating integrated decision-making processes and mechanisms and ensuring public sector implementation,
- facilitating information exchange regarding policies, programs, funding, and legislation, and
- leading, preparing, coordinating and ensuring implementation of a sustainable development strategy.

3. PROMOTION, EDUCATION AND COMMUNICATION ROLE - OBJECTIVES

3A. TO PROMOTE SUSTAINABLE DEVELOPMENT IN AND OUTSIDE GOVERNMENT BY:

- leading, preparing, coordinating and ensuring implementation of a communications strategy,
- leading, preparing, coordinating and ensuring implementation of demonstration projects.

4. POLICY DEVELOPMENT ROLE - OBJECTIVES

4A. TO PREPARE, ADVISE AND ASSIST IN THE DEVELOPMENT OF SUSTAINABLE DEVELOPMENT POLICY BY:

- initiating policy development,
- responding to requests from Executive Council and Policy Management Secretariat, and
- advising on policy developed by other agencies.

5. ADVISORY ROLE - OBJECTIVES

5A. TO PROVIDE ADVICE ON THE IMPLEMENTATION AND DEVELOPMENT PROGRAMS BY:

- responding to requests, and
- providing advice as deemed appropriate.

6. LIAISON ROLE - OBJECTIVES

6A. TO LIAISE WITH OTHER AGENCIES AND GOVERNMENTS OUTSIDE MANITOBA BY:

- ensuring that Manitoba is represented on [at] events, committees, and organizations related to sustainable development and liaising with the representative, and
- ensuring that contacts in the field of sustainable development are maintained and enhanced.

7. MONITORING ROLE - OBJECTIVES

7A. TO MONITOR SUSTAINABLE DEVELOPMENT IN MANITOBA BY:

- evaluating and charting implementation of sustainable development in government,
- evaluating and charting implementation of sustainable development outside government,
- coordinating the annual review of codes of practices, and
- assisting in the review of the State of the Environment report.